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California Postsecondary Education Commission

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# Commission Review of a Proposal by the Chaffey Community College District to Establish an Educational Center in the City of Chino

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*The Commission concurs with the California Community College Board of Governors that an educational center should be established in Chino. The Commission specifically concludes that:*

- *Enrollments from the Chino Valley will almost triple over the next 12 years;*
- *Capacity at the existing outreach center in downtown Chino cannot accommodate the anticipated enrollment demand; and that*
- *The proposed educational offerings address the area's educational needs.*

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*The Postsecondary Education Commission is a citizen board established to coordinate the efforts of California's colleges and universities and to provide independent analysis and recommendations to the Governor and Legislature. More information on the Commission, including links to Commission publications, is available at [www.cpec.ca.gov](http://www.cpec.ca.gov).*

## Recommendation

In this report, the Commission considers the request by the Board of Governors of the California Community Colleges (BOG) and the Chaffey Community College District (CCCD) to establish an Educational Center in the City of Chino.

The need for this educational center dates back to 1991 when the BOG adopted the community college system's Long Range Capital Outlay Plan. Noting robust enrollment growth through 2010, the BOG calls for the establishment of two educational centers to serve the eastern and southwestern portions of the district. By 2000, the district's available physical capacity significantly diminished as enrollment growth hit record levels. Enrollment demand was especially robust in the growing communities of Fontana and Chino Valley.

Chaffey responded to the emerging enrollment demand in these communities by converting its Fontana outreach center to a state-approved educational center and opening in 2000 a small outreach center in an abandoned bank building in downtown Chino. Growth from the booming cities of Chino and Chino Hills is quickly filling the center to capacity. With no available space to expand into adjacent buildings, the existing site cannot accommodate the continued enrollment growth expected over the next 15 years. The district secured a more suitable site on a 100-acre parcel of land donated by the State of California located one and one-half miles from the existing outreach center.

The Commission's overall conclusion is that the proposal from the Chaffey CCD to establish a state-

approved educational center has met the Commission's Guidelines for new colleges, universities, and educational centers and that it should be approved as an official state-approved educational center.

This overall conclusion is supported by the following specific conclusions as they relate to the criteria in the *Guidelines*.

### 1. General Description and Overview

The district's Needs Study contained sufficient information to satisfy this criterion. The data submitted included both general and detailed maps of the District, information on transportation corridors, demographics, and the location of nearby educational institutions.

### 2. Enrollment Projections

The enrollment projections submitted by Chaffey and approved by the Demographic Research Unit of the Department of Finance complies with the Commission's required enrollment threshold of 500 FTES for new educational centers. The Center, at its opening scheduled for 2006, will serve 589 full-time-equivalent students (FTES). The available data also suggest that the Chino Valley, like most communities throughout the Inland Empire region, is experiencing rapid growth which is likely to produce considerably greater enrollments at the Chino campus in future years.

### 3. Alternatives

The District fully considered all required alternatives, including the options of expanding by increasing the utilization of existing space. With instructional services offered throughout the year in day, evening, and weekend sessions, the district is operating the outreach center at optimum efficiency levels. Further, the availability of suitable space adjacent to the outreach center appears to be scarce. Much of downtown Chino is fully developed and the expansion of the outreach center only adds to downtown traffic congestion.

Other alternatives available to the district include the use of distance education and the redirection of students to nearby campuses. According to district planners, the availability of instructional space at neighboring colleges is diminishing given the expected enrollment growth throughout the Inland Empire.

Distance education appears to be used extensively at Chaffey Community College. In Fall 2004, the district offered 74 course sections in a variety of disciplines. However, Chaffey notes that the need for direct faculty-student interaction, the diversity of learning styles, and the variation in student academic preparation limit the use of distance education.

### 4. Academic Planning and Program Justification

Few, if any, proposals for educational centers have demonstrated the thoroughness in developing an academic plan as the one advanced by Chaffey. This proposal identifies the course and program offerings and discusses the labor market demand for each program along with the required personnel, facilities, and equipment resources needed in the short and long term.

The initial instructional offerings will cover more than 36 disciplines in business, physical sciences, arts and humanities, and social and behavioral sciences. All but two majors will require the completion of some course work at the parent campus or other district facilities -- a common occurrence for educational centers that, by definition, function as support units to their parent campus. Correctional Sciences and Fashion Merchandising will be the only two programs offered completely on site.

In general, the educational offerings are well planned, address the educational needs of the area's diverse communities, and appear to meet the labor market needs of the local economy.

## 5. Student Services and Outreach

The needs study adequately responded to this criterion with a student support services plan that is comprehensive, detailed in its description of the extent and type of support services proposed, and responsive to the needs of its students.

Support service programs available on site at the center's opening include academic counseling and assessment, college orientation, course registration, and financial aid advisement. Consistent with goals of providing equal access to higher education, support services for the disabled will be available on-site through the Disability Programs and Services program. Likewise, historically underrepresented students will be served on-site through the Extended Opportunity Programs and Services (EOPS).

The Commission, however, urges the district to carefully monitor the demand for EOPS to ensure eligible students are adequately served. Under the proposed support services staffing plan for Chino, Chaffey assigns a part-time EOPS faculty position at the center's opening. Five years later, this position would be converted to full-time. Actual demand for EOPS could exceed district estimates since a large portion of the center's students is likely to come from low-income, underrepresented student populations.

## 6. Support and Capital Outlay Projections

The Chaffey CCD submitted the required Five-Year Capital Construction Plan. It provides the necessary information to identify the capital outlay projects proposed, their estimated costs, and completion schedule. The first phase of development provides 53,000 assignable square feet of available space and will be completed in Fall 2006. Local Measure L funds will finance the \$43.0 million for first phase development; future phases will rely on available state capital outlay funds.

In addition, the district prepared operational cost estimates for the proposed center through 2015/16. Despite the availability of this information, a complete assessment of the center's proposed budget plan is not possible at this writing. Neither short-term nor long-term revenue estimates or identification of revenues sources is available at this time. The present financial health of the district, however, appears robust. It annually maintains a reserve of 7% of its total annual budget appropriation. In addition, a review of the district's general fund balances shows a surplus of \$2.7 million for fiscal year 2001/02. In the following fiscal year, the surplus is estimated to be \$1.6 million.

## 7. Geographic and Physical Accessibility

The proposed site is centrally located to major freeways and principal surface streets. Highway 60 serves communities situated east and west of the site while Highway 71 connects communities lying to the north and south. This central location makes the center attractive since commute times from the two principal service areas, Chino and Chino Hills, are less than 15 minutes. The Commission believes that this criterion has been completely satisfied.

## 8. Effects on Other Institutions

The projected growth for the Inland Empire region will likely constrain physical capacity at most nearby institutions, making it unlikely that the proposed center will negatively impact enrollments. Letters of support have been received from neighboring institutions, and there is no opposition to the proposed center. The Commission believes the district completed this criterion to the maximum extent possible.

## 9. Environmental Impact

The proposal included a copy of the Initial Environmental Impact Report (IEIR) completed in June 2002. According to district planners, the IEIR revealed minor environmental concerns that will be fully mitigated.

### 10. Economic Efficiency

This proposal illustrates a number of cost-savings initiatives. The District received 100 acres of donated land from the State of California, thus relieving the district of the financial burden of site acquisition costs potentially totaling several million dollars. In addition, Phase 1 of development of the proposed center will be entirely financed with Measure L local bond monies, representing a cost savings to the State of \$43.0 million.

## Background to the Proposal

### Statutory and Administrative Requirements

Sections 66902(2a) and 66903(5) of the *Education Code* provide that the California Postsecondary Education Commission “shall advise the Legislature and the Governor regarding the need for, and location of, new institutions and campuses of public higher education.”

Pursuant to this legislation, the Commission in 1975 developed a series of guidelines and procedures for the review of new campus and off-campus center proposals. The guidelines were then revised in 1978, 1982, 1990, 1992, and most recently in April 2002 under the title of *Guidelines: The Review of Proposed University Campuses, Community Colleges, and Educational and Joint-Use Centers* (CPEC: 1975, 1978, 1982, 1990, 1992, and 2002). As most recently revised, these guidelines require a three-stage process of notification and application for approval (Appendix A). The first stage consists of a “Preliminary Notice,” consisting of a district’s or system’s indication that it is considering a new facility, or the conversion of an existing one. If plans continue for a new campus, the district then submits a “Letter of Intent to Expand” (LOI) to both the Board of Governors of the California Community Colleges (BOG) and the Commission. The LOI includes preliminary information on enrollment projections, a statement of intentions, maps showing proposed sites, a resolution of the local governing board authorizing preliminary plans for a new facility, and other related items. In response, both agencies must review the letter and respond within 60 days. If those reviews are favorable, the district proceeds with development of a Needs Study, which contains detailed information on enrollments, alternatives, student outreach, accessibility, and other matters. Within 60 days of receipt of the Needs Study, the Commission’s Executive Director must certify that the documentation is complete or incomplete. Once that certification is complete, the Commission must act on the proposal, provided it has been approved first by the Board of Governors.

### Origins of the Proposal

According to district planners, the available instructional capacity provided by the temporary Chino outreach center is insufficient to accommodate future growth anticipated in the southwestern section of the district. Known as the Chino Valley, this portion of the district includes the fast growing cities of Chino and Chino Hills. For the period 1990 to 2000, the population for these two cities surged by approximately 53%. By the end of this period, Chino Valley’s population exceeded 133,000. Although not as robust, population projections for the next the 15 years indicate a 22% increase, bringing the total to approximately 162,000 residents by 2020.

Planning for the associated enrollment growth anticipated in the Chino Valley dates back to 1991. In adopting the community college’s Long-Range Capital Outlay Plan, the Board of Governors (BOG) called for the establishment of two educational centers to accommodate future growth from the fast growing eastern and Chino Valley portions of the district. The enrollment growth forecast in the 1991 Capital Outlay Plan quickly materialized. By the late 1990s the Chaffey College operated near capacity and commute times to this campus worsened as outlying suburbs developed. In an effort to provide ad-

ditional capacity in Chino Valley, in the year 2000 the district established a temporary educational outreach center in an abandoned bank building in downtown Chino.

A few years after its opening, the temporary Chino center quickly reached capacity and the district initiated formal plans for securing a larger, permanent site by submitting a Letter of Intent (LOI) to both the Commission and Community College Chancellor's Office. Both agencies approved the LOI, advising the district to proceed with the preparation of the Needs Study. At the same time, the district began examining several sites suitable for a state-approved permanent educational center. A 100-acre parcel located one and one-half miles south of the existing Chino outreach center on surplus Department of Corrections land emerged as the preferable site. This site is part of a phased master-planned community located on approximately 717 acres that would include over 2,000 housing units, retail and commercial space, an elementary school, and a neighborhood park.

After securing approval from the State to take possession of the 100-acre site, the district submitted to both the Commission and Chancellor's Office a revised LOI identifying the preferred site for the proposed educational center. Previously, the initial LOI made references to several sites near the existing outreach center, but failed to identify a single specific site. Both agencies concurred with the district's recommended site and approved the revised LOI, allowing the district to prepare the Needs Study. The BOG at their July 2004 meeting voted unanimously to establish the proposed Chino Educational Center.

## **Analysis of the Proposal**

The *Guidelines* include ten criteria under which all proposals for official educational center status must qualify. These criteria are intended to be somewhat flexible in their application, since no two proposals are ever identical, and since almost all seem to involve unique circumstances that require some departure from a rigid interpretation of the criteria. The primary objective is not to provide an inflexible analysis of each criterion, but to consider each proposal as a totality, since virtually every one reviewed by the Commission will invariably exhibit both strengths and weaknesses. Ultimately, the Commission seeks to render a judgment on an educational center's viability as measured by enrollments, advisability in view of alternatives, accessibility at a reasonable level, and ability to provide needed services to a population of potential students that has identifiable needs.

## **General Description and Overview**

*A physical description of the site, and a social and demographic analysis of the surrounding area must be provided. Data describing the socioeconomic profile of the area or region should be included, with income levels and racial/ethnic categorizations provided.*

Established in 1960, The Chaffey Community College District is located 35 miles east of Los Angeles in western San Bernardino County. It serves the growing and ethnically diverse communities of Chino, Chino Hills, Fontana, Guasti, Montclair, Mt. Baldy, Ontario, Rancho Cucamonga, and Upland through its parent campus in Rancho Cucamonga -- Chaffey College-- and a network of off-campus facilities located throughout the district. The eastern side of the district is served by the Fontana Center while the southern portion is served by small outreach centers in Ontario and Chino operated in leased facilities. The district also operates an Information Technology Center (ITC) in downtown Chino. The ITC provides specialized instructional services in the information technology field through contract education, internships, and its Cisco Academy.

Like other community college districts in Southern California's Inland Empire Region, Chaffey has experienced tremendous growth over the last two decades, principally from families seeking affordable

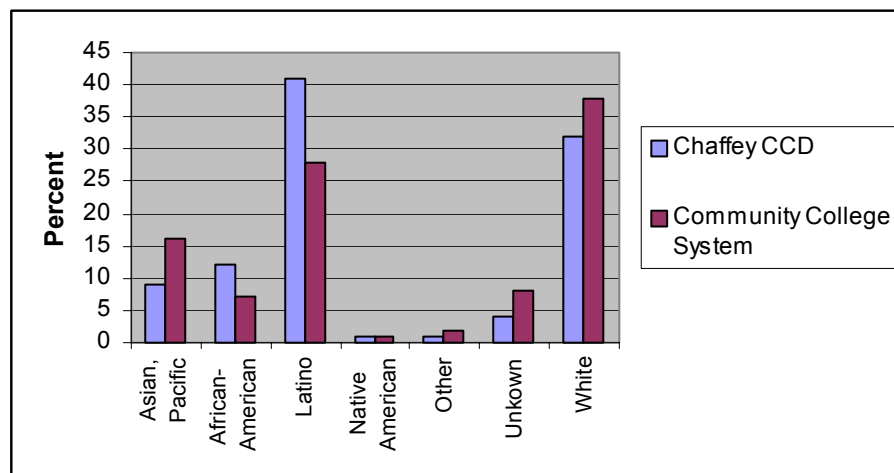
housing in newly developed communities close to job centers in the greater Los Angeles basin. The once rural, sparsely populated Chaffey district now boasts a population of over 675,000.

This continued growth has drastically increased enrollments at Chaffey CCD. Fall 1993 District-wide actual enrollments totaled 14,970. Within a ten-year period, actual enrollments increased by 23.2% to 18,438. The rate of growth is expected to be much more robust over the coming years when district enrollments are expected to jump by 48% to 27,368 in Fall 2012. In comparison, average enrollments systemwide are projected to increase by only 26% to 2.0 million for the same period.

Chaffey's student body largely reflects the rich ethnic diversity of Chino Valley and is much more diverse than the community college system as a whole. Collectively, Latinos, African Americans, and Asian and Filipino Americans account for 63% of all fall 2003 enrollments. As a group, Latinos represent the largest single ethnic group. They represent 41% of district enrollments, a level much higher than their 28% share of community college system enrollments for the same period. Similarly, the share of African Americans is much larger at Chaffey than the system-wide level. District wide, they account for 12%, but system-wide represent only 7% of all enrollments. The share of Native Americans and Whites generally reflect the same portions observed system wide. Display 1 shows Fall 2003 Enrollment Distribution by Ethnicity for Chaffey CCD and California Community College System.

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*Display 1: Fall 2003 Enrollment Distribution by Ethnicity for  
Chaffey CCD and California Community College System*



Source: California Community Colleges Chancellor's Office.

## Enrollment Projections

*The Demographic Research Unit (DRU) of the Department of Finance must approve enrollment projections. As the designated demographic agency for the State, the DRU has the statutory responsibility for preparing systemwide enrollment projections. For a proposed new institution, the DRU will approve all projections of undergraduate enrollment developed by a system office of one of the public systems proposing the new institution.*

This criterion contains several important provisions, and includes by reference the requirement that a proposed educational center must maintain an enrollment of 500 Fall term full-time-equivalent students (FTES). In addition, there must be a ten-year projection developed by the Department of Finance's Demographic Research Unit (DRU) that demonstrates the center's viability. For community college educational centers, enrollment projections should be presented in terms of Weekly Student Contact Hours (WSCH), headcount enrollment, and FTES.

The enrollment projections prepared by the district and approved by the DRU show robust enrollments through 2015. In projecting enrollments for the proposed center, the district examined adult population estimates for the Chino Valley prepared by the Southern California Associations of Governments and college participation rates for the major communities served by the district. The participation rates are compiled from a zip code analysis of actual district enrollments.

Enrollments for the proposed Chino Educational Center are expected to exceed the required 500 FTES enrollment threshold by Academic Year (AY) 2003/04. By the AY 2015/16, FTES enrollments at the center are likely to grow more than threefold to 1,899, representing an estimated annual compounded rate of growth of 10% for the period 2003 through 2016. This level of growth far exceeds the district's modest 2.7% rate for the same 13-year period. Display 2 shows the adult population, headcount and FTES enrollments for the Chino Center.

The moderate increases in FTES enrollments observed in 2005-06 and 2006-07 coincide with the opening of the Chino Center. The added physical capacity allows the district to expand its educational offerings in Chino Valley. With more course offerings to choose from, FTES enrollments will expand at a much higher rate than both headcount enrollments and adult population. The expected increases in both headcount enrollments and FTES over the next decade support the viability of the proposed center.

*DISPLAY 2: Chino Educational Center Adult Population, Headcount, and FTES Enrollments, 2003-2016*

<b>Year</b>	<b>Service Area Adult Population</b>	<b>Center Headcount Enrollment</b>	<b>Center FTES Enrollment</b>
2003-04	98,471	2,225	541
2004-05	99,322	2,246	547
2005-06	100,173	2,326	589
2006-07	101,023	3,412	910
2007-08	101,874	3,892	1,064
2008-09	102,724	5,004	1,368
2009-10	103,485	5,786	1,582
2010-11	104,145	6,536	1,787
2015-16	111,043	6,946	1,899
<b>Change</b>			
Numeric	12,572	4,721	1,358
Percentage	12.8%	212.2%	251%
Compounded Annual Change	1.0%	10.0%	11.0%

Source: Chaffey Community College District, Chino Educational Center Needs Study, November 2003.

## Alternatives

*This criterion calls for the consideration of several specific alternatives other than the establishment of the educational center including the expansion and/or increased utilization of existing district institutions, and the use of nontraditional modes of instructional delivery.*

The district has reasonably considered alternatives to the proposed educational center. According to district planners, the existing Chino outreach center is operating at capacity. Instructional services are already offered throughout the year during the day and in evenings and weekends. Likewise, expanding

the existing site into adjacent buildings is not a viable alternative given the scarcity of suitable space for a large educational center in Chino's immediate downtown area.

Another alternative is to redirect growth to nearby existing campuses. However, the supply of instructional space both at Chaffey and neighboring districts is quickly diminishing as enrollment demand through the growing Inland Empire continues on a steep upward expansion. District planners also note that even if additional instructional space was available at neighboring facilities, traffic congestion on area freeways and principal streets leads to unreasonable commute times.

The district's use of distance education appears to be a more promising alternative for accommodating enrollment growth. Guided by its 1995 Educational Master Plan that called for a strategic investment in information technology systems, the district equipped its facilities with a state-of-the-art fiber optic network that facilitates the delivery of distance education. With the information technology infrastructure in place, the district achieved impressive gains in its distance education offerings. In fall 2004, the district offered 74 course sections covering a broad range of disciplines, including business, computer information science, economics, English, history, mathematics, and psychology. The district's distance education program also includes "hybrid" course offerings where students meet on campus on designated days and times and receive online instruction. Hybrid offerings, however, are not as extensive as those available on-line.

Although the use of distance education expands the college's capacity to provide instructional services, district planners argue that this alternative supplements, but does not effectively replace, the need for the traditional brick-and-mortar delivery mode. They note that the need for direct faculty-student interaction and the diversity of learning styles and student preparation limits the use of technology mediated delivery services. The district further asserts that the traditional classroom mode is more suitable for Chino students since a large portion are first generation college students that benefit from intensive student-support services.

### **Academic Planning and Program Justification**

*This criterion requires a description of the proposed academic programs along with a description of the new educational center's proposed academic organizational structure. These proposed programs must demonstrate conformity with the Commission's academic program review guidelines and with such State goals as access, quality, intersegmental cooperation, and the diversification of students, faculty, administration, and staff.*

Few, if any, proposals for educational centers previously reviewed have demonstrated the thoroughness in developing an academic plan as the one advanced by Chaffey. Like most facilities proposals, the district identifies the courses and programs proposed for the educational center. This proposal, however, expands this section with a discussion on the need for each proposed program along with the required personnel, facilities, and equipment resources needed in the short and long term.

Like most off-campus centers, the educational offerings at the opening phase of the proposed educational centers tend to be limited. Off-campus facilities generally draw upon the offerings available at the parent campus in order for students to satisfy the course work necessary for a full degree or certificate. The educational plan for the Chino Center follows this model. The initial instructional offerings will cover more than 36 disciplines in business, physical sciences, arts and humanities, and social and behavioral sciences. However, all but two majors require the completion of some course work at the parent campus or other district facilities.

As indicated in Display 3, the Fashion Design and Merchandising Program and Correctional Science Program will be fully offered on site at the center's opening. The Correctional Science Program is de-



signed to ease the critical shortages of trained correctional officers at nearby local and state penal institutions. This program offers certificates, associate degrees, and transfer programs to regional universities.

The Fashion Design and Merchandising Program currently offered at the main campus will be moved to Chino at its opening. This move brings the program closer to Orange County, a large apparel manufacturing center, and Los Angeles, the world's largest manufacturer of sportswear. This program evolved out of the Home Economics offering that was replaced with an employer-based curriculum tailored to Southern California's apparel industry and includes several areas of specialization. Among them are fashion design and fashion merchandising. Fashion merchandising prepares graduates for employment opportunities in retail management of apparel and apparel accessory merchandise; fashion design emphasizes the manufacturing of apparel by preparing students for entry level positions in design, pattern making, couture studio work, production management, and private label merchandising. This program would be housed in two large lecture rooms seating 35 students and a computer lab with state-of-the-art CAD computers.

In general, the educational plan proposed for the Chino Center will serve the needs of both the regional labor market and its local populations. The educational master plan takes into consideration the educational needs of Chino's large undereducated population by offering multiple course sections in basic education and English-as-a-Second Language. Similarly, many of the academic majors illustrated in Display 3 match the region's fast-growing demand occupations in such fields as nursing, early-childhood education, office clerks and managers, and production managers.

<i>DISPLAY 3: Academic Offerings at the Chino Educational Center</i>			
Course Offerings	Opening	Mid Term (5 to 10 years)	Long Term
<b>Business &amp; Applied Technology</b>			
Accounting	L (offer a limited number of courses)	FP (full program)	M (Maintain offerings relative to campus growth)
Administration of Justice	L	FP	M
Business Management & Real Estate	L	FP	M
Business & Office Technologies	L	FP	M
Computer Science	L	L	M
Hotel & Food Service Management & Dietetics	L	FP	M
<b>Learning Advancement &amp; Language Arts</b>			
American Sign Language	L	L	M
English	L	M	FP
English-as-a-Second Language	L	L	L
Spanish	L	M	M
<b>Physical, Life and Health Sciences</b>			
Biology & Geography	L	M	FP
Chemistry	L	M	M
Earth Science Geology	L	FP	M
Health Sciences	L	FP	M

Mathematics	L	FP	M
Nursing (certified nursing assistant & home health aide)	L	FP	M
Pharmacy Technician	L	FP	M
Physics	L	FP	M
<b>Social &amp; Behavioral Sciences</b>			
Anthropology	L	M	FP
Child Development	L	FP	M
Correctional Science	FP	M	M
Economics	L	M	FP
Education/Gateways to Teaching	L	M	M
Gerontology	L	FP	M
History	L	FP	M
Philosophy	L	FP	M
Political Science	L	FP	M
Psychology	L	FP	M
Social Science/Humanities	L	M	M
Sociology	L	FP	M
<b>Visual &amp; Performing Arts</b>			
Art & Photography	L	M	FP
Communication Studies	L	M	FP
Fashion Design & Merchandising	FP	M	M
Fine Arts	L	L	L
Interior Design	L	L	L
Music	L	M	M
Teledramatic Arts & Technology	L	M	M

Source: Chaffey College, Chino Educational Center Needs Study, November 2003.

## Student Services and Outreach

*This section requires the district to describe the student services available and planned at the new educational centers. A description of outreach services to historically underrepresented groups must be included in this section.*

The District offers a student support services plan that is comprehensive, detailed in its description of the extent and type of support services proposed, and responsive to the needs of its students. As noted in the background section of this review, the center expects to serve a large portion of first generation college students from diverse ethnic and socio-economic backgrounds. The district correctly recognizes that this student population would benefit from intensive support service programs and is planning a full complement of counseling, financial aid, and admissions and records services at Chino. Display 4 details the support services available on site at opening, mid term, and long term.

*DISPLAY 4: Chino Educational Center Student Support Services at Opening, Mid Term and Long Term*

Department	Service	Opening	Mid Term	Long Term
<b>Admission &amp; Records</b>	Applications-Walk In	FS	FS	FS
	Applications-Online	FS	FS	FS
	Registrations-Credit	FS	FS	FS
	Registrations-Non-credit	FS	FS	FS
	Veteran Services	L	L	L
	Enrollment & Degree Verification	FS	FS	FS
	Name Changes	FS	FS	FS
	Residency Determination	FS	FS	FS
	Community Services Registration	FS	FS	FS
	Photo ID Services	FS	FS	FS
<b>Counseling</b>	Counseling	FS	FS/M	FS/M
	Assessment	FS	FS/M	FS/M
	Orientation	FS	FS/M	FS/M
	Transfer/Career Center	L	L/M	L/M
<b>Disability Programs Services</b>	Counseling	L	FS	M
	DPS Eligibility Assessment	L	FS	M
	Adoptive Matriculation Assessment	L	FS	M
	Test Proctoring	L	FS	M
	Tutoring	L	FS	M
<b>Extended Opportunity Programs &amp; Services</b>	Counseling	L	L	M
	Priority Registration	L	L	M
<b>Financial Aid</b>	Assistance with Aid Packages	FS	FS	FS
	Fee Waivers	FS	FS	FS
	Work Study	L	L	M
<b>Student Employment</b>	Student Personnel	L	L	L
	Job Referrals	L	L	L
	Recruiting	L	L	L
FS= Full Service L= Limited Services M= Maintain Services Relative to Campus Growth				
Source: Chaffey Community College District: Chino Educational Center Needs Study, November 2003.				

Additional on site support services for underrepresented students will be available through the Extended Opportunity Programs and Services (EOPS). The EOPS program expands the center's counseling services by offering financial assistance with books and tuition, priority registration, and academic and per-

sonal counseling to qualified students. Initially, the district plans to allocate one part-time faculty member to provide EOPS services. Additional staff will be added as enrollments increase over time.

The on-site availability of the Disability Programs and Services (DPS) also complements the district's support service offerings for the Chino Center. Consistent with the state goals of providing equal access to educational services, the district is proposing to allocate a full-time faculty position along with several part-time classified staff to ensure that disabled students have full access to all instructional services through DPS-sponsored academic counseling. Plans to serve the disabled student population at Chino also include the purchase of 20 computers with adaptive hardware and software.

Overall, the district's student support services plan for Chino contains all the necessary on-site programs to help all students complete their educational goals. Its plan complies with the state's goals of providing equal access to higher education, provides reasonable on-site staffing levels to accommodate demand for counseling and other academic advisement services, and offers a suitable complement of programs such as EOPS and DPS specifically targeting students from historically underrepresented backgrounds.

Nevertheless, the Commission urges the district to carefully monitor the demand for EOPS services to ensure eligible students are adequately served. Under the proposed staffing plan for Chino, a part-time EOPS faculty position is assigned at the center's opening. Five years later, this position would be converted to full time. Actual demand for EOPS program services for this time period could likely exceed district estimates since a large portion of the center's students are likely to come from low income, undereducated households.

### **Support and Capital Outlay Budget Projections**

*Proposals must include a five-year capital outlay projection. The proposal must also contain a five-year projection of anticipated support costs including administration, academic programs, academic support, and other standard expense elements.*

According to the district's five-year capital plan submitted with the Needs Study, the Chino Center will begin offering instructional services in Fall 2006. The first of three phases of development includes a large, two-story educational building and a community center, that together, provide 53,500 total assignable square feet (ASF) to serve an estimated 2,500 students. Approximately 40% of the available ASF will be dedicated to instructional space, with the balance allocated to other uses such as offices and library services. Chaffey proposes to finance the \$43 million phase one capital outlay expenditure with local Measure L bond monies. State capital outlay funds will be requested for Phases II and III.

The Needs Study satisfied the first part of this criterion--capital outlay planning information--with empirical data and a well-reasoned discussion in support of the center's capital outlay plan. Unfortunately, a similar discussion was not extended to the proposed center's operational budget. Commission staff requested this information and the district quickly responded with a number of budget-related documents, among them operational cost estimates for the center beginning in Academic Year (AY) 2005/06 through 2015/16.

First year operating costs are expected to total \$5.6 million, assuming an enrollment level of 935 FTES. By AY 2011/12, the center's total operational costs increase to slightly more than \$9.0 million as a result of an anticipated 40% increase in FTES enrollments. The district, in preparing these estimates, relied on assumptions based on actual 2003/04 expenditures, expenditures proposed for the current budget year, and an average cost per FTE student of \$5,900 that increases by 3% per year through 2012.

Despite the availability of operational cost estimates, a complete assessment of the center's proposed budget plan is not possible at this writing. Both short-term and long-term revenue estimates and the

identification of revenues sources are not available at this time. The present financial health of the district, however, appears robust. It maintains an annual 7% reserve from its total budget appropriation. In addition, a review of the district's general fund balances shows a surplus of \$2.7 million for fiscal year 2001/02 and an estimated \$1.6 million surplus for the following year.

### **Geographic and Physical Accessibility**

*The proposal must include a plan for student, faculty, and staff transportation to the proposed campus. Reasonable commuting times must be demonstrated.*

Automobile access to the proposed center should be within reasonable commute times. Maps and other graphical illustrations compiled by the district show that the proposed site is centrally located and close to major freeways and principal surface streets. Highway 60 serves communities situated east and west of the site while Highway 71 connects communities lying to the north and south. Both freeways are within short distances from the Chino Center via Central Avenue. This central location makes the center attractive since commute times from the two principal service areas, Chino and Chino Hills, are less than 15 minutes. Average commute times to the parent campus in Rancho Cucamonga vary from 20 to 25 minutes.

Omnitrans, the region's public transportation agency, also offers convenient public transportation access to the campus. Although Omintrans operates only one route with direct service to the site, district and regional planners are collaborating in the development of a public transportation plan that would expand services to the proposed center.

### **Effects on Other Institutions**

*The proposal must show evidence other institutions were consulted during the planning process. Establishment of a new community college must not reduce existing or projected enrollments in nearby campuses or adjacent districts.*

The Commission is not aware of any opposition to this proposal. Letters supporting the establishment of the Chino Educational Center have been received from local civic officials and neighboring community college districts, including San Bernardino CCD, Riverside CCD, Mt. San Antonio CCD and Mt. San Jacinto CCD. Although supportive of this proposal, Mt. San Antonio College, the higher education institution closest to the proposed Chino Center, observed in a letter of support that the development of this center might impact its enrollments. However, it was concluded that a slow expansion of the center would not impact Mt. San Antonio enrollments since all public postsecondary institutions throughout the Inland Empire region are expecting a surge in new enrollments over the next ten years.

### **Environmental Impact Report**

*The proposal must include a copy of the Summary Draft or Final Environmental Impact Report for the site or the project.*

The proposal included a copy of the Initial Environmental Impact Report (IEIR) completed in June 2002. According to district planners, the IEIR revealed minor environmental concerns that will be fully mitigated.

### **Economic Efficiency**

*The Commission encourages economic efficiency and gives priority to new institutions where the State is relieved of all or part of the financial burden.*

This proposal illustrates a number of cost-savings initiatives. The district saved several million dollars in acquisition costs by receiving 100 acres of donated land from the State of California. In addition, Phase 1 of development of the proposed center will be entirely financed with Measure L local bond monies, representing a cost savings to the State of \$43.0 million.

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# Guidelines for Review of Proposed University Campuses, Community Colleges, and Educational and Joint-Use Centers

*A Revision of the Commission's 1992  
"Guidelines for Review of Proposed  
University Campuses, Community Colleges,  
and Educational Centers"*





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# 1

## Guidelines for Review of Proposed University Campuses, Community Colleges, and Educational and Joint-Use Centers

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### **Introduction**

The State of California requires new public institutions of higher education to be reviewed by the California Postsecondary Education Commission prior to their establishment. The purpose of the State's review process is to help ensure that new university and college campuses and off-campus centers develop in accordance with statewide needs and priorities and to ensure that State capital outlay funds will be wisely spent. California law requires the California Postsecondary Education Commission to advise the Legislature and the governor regarding the need for and location of new public higher education institutions and requires sites for new campuses or educational centers to be recommended by the Commission prior to their acquisition or authorization.

This document establishes the State's process for the review of proposed university campuses, community colleges, and educational centers. The *Guidelines for Review of Proposed University Campuses, Community Colleges, and Educational and Joint-Use Centers* provides campus planners and executives with a framework for planning new institutions and an outline for the development of proposals requiring review.

The Commission's role in overseeing the orderly growth of California's public higher education can be traced to the inception of the State's Master Plan for Higher Education. This document assigned to the California Postsecondary Education Commission, and to its predecessor, the Coordinating Council for Higher Education, the responsibility for advising the Legislature about the need for new college and university campuses and off-campus centers. While the governor and the Legislature maintain the ultimate authority to fund such new institutions, they have relied on the Commission's analysis and recommendations in making such decisions. The Commission's function as a statewide planning and coordinating agency for higher education makes it uniquely qualified to provide independent analysis of the costs and benefits of proposed projects and it has played an important role in ensuring that new campuses develop as viable, high quality institutions.

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*Commission  
Responsibilities  
and Authority  
Regarding New  
Campuses  
and Centers*

Section 66903(e) of the California Education Code states that the California Postsecondary Education Commission shall "advise the Legislature and the Governor regarding the need for, and location of, new institutions and campuses of public higher education." Section 66904 of the Education Code expresses the intent of the Legislature that the sites for new institutions or branches of public postsecondary education will not be authorized or acquired unless recommended by the Commission:

It is the intent of the Legislature that sites for new institutions or branches of the University of California and the California State University, and the classes of off-campus centers as the Commission shall determine, shall not be authorized or acquired unless recommended by the Commission.

It is further the intent of the Legislature that California Community Colleges shall not receive State funds for acquisition of sites or construction of new institutions, branches or off-campus centers unless recommended by the Commission. Acquisition or construction of non-State funded community colleges, branches and off-campus centers, and proposals for acquisition or construction shall be reported to and may be reviewed and commented upon by the Commission.

Education Code Section 89002 applies specifically to the California State University (CSU) and specifies that construction of authorized campuses shall commence only upon resolution of the CSU trustees and approval by the California Postsecondary Education Commission.

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*The review process*

The State's review process not only helps to ensure that new campuses and off-campus centers develop in accordance with statewide needs and segmental long-range planning goals, but also helps to ensure that State capital outlay funds will be wisely spent.

Proposals submitted for review by the Commission also involve review by system executive offices and State control agencies. Each review plays an important role in ensuring that the proposed institution meets specific needs, will be financially viable, will offer high quality educational services, and will have enrollments sufficient to sustain the project in the long-term.

System executive offices must approve proposals before they are submitted to the Commission for review. The Commission will not review proposals that have not been endorsed by the system governing body or its executive. Proposals involving State capital outlay or operating funds also require review by the Department of Finance through the Budget Change Proposal process, although it is important to note that Commission approval of a new institution creates only an eligibility to compete for State capital outlay funding - not an entitlement - regardless of

whether that funding comes from a statewide bond issue, the General Fund, or some other State source. Requests for funding related to planning, developing, or constructing new campuses or educational centers may not be supported by the Department of Finance prior to review by the Commission.

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*Brief history of the  
review process*

The statutes that support the Commission's guidelines have a long and consistent history dating back to the development of the Master Plan for Higher Education in California in 1960. Section 66903(e) has remained essentially unchanged since the Donahoe Act created the Commission's predecessor agency, the Coordinating Council for Higher Education, in 1961. That legislation gave the Council several specific responsibilities, including the review of new programs, the collection of data and information regarding higher education, and of greatest interest to these guidelines, the regulation of physical growth. In this way, the Legislature could receive advice from the Council - and subsequently the Commission - regarding the expenditure of scarce capital outlay resources.

Prior to 1974, the Coordinating Council provided broad advice on long-range planning matters, and "the need for and location of new institutions" of higher education. The Council conducted statewide planning studies, examined enrollment growth and fiscal resources, and suggested not only the number of new campuses that might be required in future years, but also the general locations where they might be built. These statewide planning assessments were contained in a series of reports referred to as the "additional center studies" (CPEC 99-2). The Coordinating Council engaged in this broad, long-range planning responsibility independently of any proposal for a specific new campus or educational center.

When the California Postsecondary Education Commission was established in 1974, the Legislature specified a stronger role for the Commission with regard to its responsibility to advise the governor and the Legislature about the need for and location of new institutions. The intent language of Education Code Section 66904 gave the Commission a stronger role in overseeing the growth of California's public postsecondary institutions and gave the Commission more direct responsibility to review specific proposals from each of the three public systems.

Since the Donahoe Act was passed, the Commission's quasi-regulatory responsibilities have been formalized by the guidelines contained in this document. These guidelines do not directly affect the Commission's responsibility to review new academic programs, which is often undertaken independently of the review of new institutions.

The Commission first adopted policies relating to the review of proposed campuses and educational centers in 1975. The Commission revised those policies in 1978 and 1982. The most recent revision to those policies occurred in 1992 and is contained in the Commission's publication,

*Guidelines for Review of Proposed University Campuses, Community Colleges, and Educational Centers* (CPEC, 92-18). The guidelines specify the proposals subject to Commission review, the criteria for reviewing proposals, the schedule to be followed by the three public systems when submitting proposals, and specify the contents required of a Needs Study. The guidelines define the criteria by which Commission staff members analyze new campus proposals, focusing particularly on the issues of enrollment demand, geographic location and access, programmatic alternatives, projected costs, potential impacts on the surrounding community, and neighboring institutions.

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**Policy assumptions  
used in developing  
the guidelines**

The following policy assumptions are central to the development of the guidelines that the Commission uses in reviewing proposals for new campuses and educational centers:

1. It is State policy that each resident of California who has the capacity and motivation to benefit from higher education will have the opportunity to enroll in an institution of higher education. The California Community Colleges shall continue to be accessible to all persons at least 18 years of age who can benefit from the instruction offered, regardless of district boundaries. The California State University and the University of California shall continue to be accessible to first-time freshmen among the pool of students eligible according to Master Plan eligibility guidelines. Master Plan guidelines on undergraduate admission priorities will continue to be: (a) continuing undergraduates in good standing; (b) California residents who are successful transfers from California public community colleges; (c) California residents entering at the freshman or sophomore level; and (d) residents of other states or foreign countries.
2. The differentiation of function among the systems with regard to institutional mission shall continue to be as defined by the State's Master Plan for Higher Education.
3. The University of California plans and develops its campuses and off-campus centers on the basis of statewide need.
4. The California State University plans and develops its campuses and off-campus centers on the basis of statewide needs and special regional considerations.
5. The California Community Colleges plan and develop their campuses and off-campus centers on the basis of local needs.
6. Planned enrollment capacities are established for and observed by all campuses of public postsecondary education. These capacities are determined on the basis of statewide and institutional economies, community and campus environment, physical limitations on campus size, program requirements and student enrollment levels, and internal or-

ganization. Planned enrollment capacities are established by the governing boards of community college districts (and reviewed by the Board of Governors of the California Community Colleges), the Trustees of the California State University, and the Regents of the University of California.

7. California's independent institutions, while not directly affected by the guidelines, are considered an integral component of California's system of higher education and offer a viable educational opportunity for many Californians.
8. Needs Studies developed pursuant to Letters of Intent submitted to the Commission prior to April 10, 2002, shall be prepared in accordance with the informational requirements specified in the August 1992 edition of the *Guidelines for Review of Proposed University Campuses, Community Colleges, and Educational and Joint-Use Centers*.

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**Definitions**

As used in these guidelines, "institution" refers to an educational center, a community college, a university campus, or a joint-use educational center but not an off-campus center operation or a joint-use center operation. Once approved by the Commission, institutions are eligible to compete for State capital outlay funding through the State's budget change proposal process. For the purposes of these guidelines, the following definitions shall apply:

*Grandfathered Institution (all systems):* A "Grandfathered Institution" is a community college, a university campus, or an educational center operated by a community college district, the California State University, or the University of California that has been formerly recognized by the Commission as an approved location in previously published reports. Each grandfathered location must have continuously enrolled students since its approval by the Commission. Locations approved by the Commission prior to the effective date of these guidelines shall continue to be eligible for State capital outlay funding.

*Off-campus Center Operation (all systems):* An off-campus operation is an enterprise, operated away from a community college or university campus established to meet the educational needs of a local population, which offers postsecondary education courses supported by State funds, but which serves a student population of less than 500 Fall-Term FTES at a single location.

*Educational Center (California Community Colleges):* An educational center is a Commission approved off-campus operation owned or leased by the parent district and administered by a parent community college. An educational center offers instructional programs leading (but not limited to) to certificates or degrees conferred by the parent institution. An approved educational center must enroll a minimum of 500 Fall term FTES in the most recently completed Fall-term prior to the approval of

the Commission and maintain an on-site administration (typically headed by a dean or director, but not a president, chancellor, or superintendent).

The Commission recognizes community college educational centers offering both credit and noncredit instructional programs that advance the State's economic development and accordingly, community college districts may seek approval of such educational centers if they serve the required enrollment levels specified above. The noncredit instructional services provided at such educational centers must be consistent with the authorized instructional offerings specified in the California Education Code Sections 70900 through 78271 and Sections 78400 through 88551. Community college educational centers offering only community services courses as defined in Section 78300 of the California Education Code shall not qualify for Commission review.

*Educational Center (The California State University):* An educational center is an off-campus enterprise owned or leased by the Trustees and administered by a parent State University campus. An educational center will normally offer courses and programs only at the upper-division and/or graduate levels, however the center may offer lower division courses under exceptional circumstances, and only in collaboration with a community college, or by special permission of the Commission. Certificates or degrees earned must be conferred by the parent institution. An educational center must enroll a minimum of 500 Fall-term FTES and maintain an on-site administration (typically headed by a dean or director, but not by a president). Educational operations in other *countries*, states, and the District of Columbia shall not be regarded as educational centers for the purposes of these guidelines, unless State funding is used.

*Educational Center (University of California):* An educational center is an off-campus enterprise owned or leased by the Regents and administered by a parent University campus. The center will normally offer courses and programs only at the upper division and/or graduate levels, but may offer lower division courses under exceptional circumstances, and only in collaboration with a community college, or by special permission of the Commission. An educational center must enroll a minimum of 500 Fall-Term FTES and maintain an on-site administration (typically headed by a dean or director, but not by a chancellor). Certificates or degrees earned must be conferred by the parent institution. Organized Research Units (ORU's) and the Northern and Southern Regional Library Facilities shall not be regarded as educational centers. Educational operations in other countries, states, and the District of Columbia shall not be regarded as educational centers unless State funding is used.

*Community College (California Community Colleges):* A regionally accredited, degree and certificate granting institution offering a full complement of lower-division programs and services, usually at a single campus location owned by the district. A community college must enroll a minimum of 1,000 Fall-term FTES in the most recently completed Fall-

term prior to the approval by the Commission. A community college that has been converted from an educational center must have 1,000 Fall-term FTES. A community college must have its own freestanding administration headed by a President and support services, and be capable of passing accreditation by its fifth year of operation.

*University Campus (University of California and The California State University):* A regionally accredited, degree-granting institution offering a full complement of services and programs at the lower division, upper division, and graduate levels, usually at a single campus location owned by the Regents or the Trustees. A university campus must enroll a minimum of 3,000 Fall-Term FTES within five years of the date classes are first offered if it is a new institution. A university campus that has been converted from an educational center must have 3,000 FTES within five years of the opening date. A university campus will have its own freestanding administration headed by a president or chancellor.

*Joint-use Center Operation (all systems):* A joint-use center operation is an enterprise operated away from a community college or university campus where facilities and operations are shared by two or more of the following segments: California Community Colleges, the California State University, the University of California, California public high schools, and Independent California Colleges and Universities. A joint-use center operation serves the educational needs of a local population and enrolls a student population of less than 500 Fall-term FTES. Joint-use center operations may be established on sites operated by participating segments. For example, a California State University campus may construct or remodel facilities at a site operated by a community college for purposes of establishing a joint-use center operation.

Joint-use center operations shall not be subject to review by the Commission. However, a joint-use center operation that enrolls more than 200 Fall-term FTES must submit a Preliminary Notice as defined on page 34 of the *Guidelines*.

*Joint-use Educational Center:* A public higher education enterprise where facilities and operations are shared by two or more of the following segments: California Community Colleges, The California State University, the University of California, California public high schools, and Independent California Colleges and Universities. A joint-use educational center may seek programs of study that are subject to all normal review processes of the California Postsecondary Education Commission. Joint-use educational centers may be owned or leased, but administrative responsibility must be exercised by one of the three public systems of higher education. Regardless of operational control, a joint-use educational center must enroll a minimum of 500 Fall-term FTES in the most recently completed Fall-term prior to the approval by the Commission.

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**Projects subject  
to Commission  
review**

The following transactions are subject to review by the Commission:

- ◆ Proposals for establishing a new university or community college campus
- ◆ Proposals for converting an educational center to a university or community college campus
- ◆ Proposals for establishing a university or community college educational center
- ◆ Proposals for converting an off-campus operation to an educational center
- ◆ Proposals for joint-use educational centers.

The Commission may review and comment on other projects consistent with its overall State planning and coordination role.

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**Stages in the  
review process**

The Commission's review process is organized in three phases. The first occurs when an institution or system advises the Commission, through a "Preliminary Notice" that it is engaging a planning process that may include the development of one or more institutions in specified regions. The second occurs when the system notifies the Commission of a specific need for and intention to expand educational services in a given area. This "Letter of Intent" stage permits the Commission to recommend against a proposal or provide advice before the system engages in significant planning and development activities and signals the point at which systems may be eligible to compete for funding to assist in programmatic planning efforts. The third stage of the review process involves a "Needs Study", in which the system submits a formal proposal that provides findings from a comprehensive needs analysis for the project.

At the conclusion of the review process, the Commission forwards its recommendations to the Office of the Governor, the Legislature, and the system executive office.

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## 2

# New University or Community College Campuses

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**T**HE PROCESS for each public higher education system to establish a new university or community college campus, as defined in the definitions section of the guidelines, is as follows:

### 1. Preliminary Notice

At such time as a public higher education system, including a community college district, begins a planning process to establish a new community college or university campus, the governing board of the system or district shall forward to the Commission a Preliminary Notice of the planning activities. This Preliminary Notice shall indicate:

- ◆ The general location of the proposed new institution,
- ◆ The type of institution under consideration and the estimated time-frame for its development,
- ◆ The estimated enrollment of the institution at its opening and within five years of operation,
- ◆ A tentative five-year capital outlay plan, and
- ◆ A copy of the agenda item wherein the new site is discussed by the local district (California Community College) or statewide governing board (University of California or California State University), if any.

A Preliminary Notice represents an informational process, and does not require formal consideration or approval by the Commission.

### 2. Letter of Intent

#### *New University of California or State University Campuses*

Not less than five years prior to the time it expects its first capital outlay appropriation for the new university campus, the University of California Regents or the California State University Trustees should submit a Letter of Intent meeting the requirements below, to the Commission (with copies to the Department of Finance, the Demographic Research Unit, and the Office of the Legislative Analyst).

A complete Letter of Intent for a new university campus must contain the following information:

- ◆ A preliminary 10-year enrollment projection (headcount and FTES) for the new university campus (from the campus's opening date), developed by the systemwide central office. The systemwide central office may seek the advice of the Demographic Research Unit (DRU) in developing the projection, but DRU approval is not required at this stage.
- ◆ The geographic location of the proposed campus in terms as specific as possible. A brief description of each site under consideration should be included.
- ◆ The identification of neighboring public and independent institutions in the area in which the proposed university campus is to be located.
- ◆ Maps of the area in which the proposed university campus is to be located, indicating population densities, topography, road and highway configurations, airports and any other features of interest.
- ◆ A time schedule for development of the campus, including preliminary dates and enrollment levels at the opening, intermediate, and final build out stages.
- ◆ A tentative five-year capital outlay budget beginning with the date of the first capital outlay appropriation.
- ◆ A copy of the resolution by the Regents or the Trustees authorizing the new campus.

The Executive Director of the Commission shall respond to the chief executive officer, in writing, no later than 60 days following submission of a complete Letter of Intent to the Commission. The Executive Director may raise concerns about shortcomings or limitations in the Letter of Intent that need to be addressed in the planning process. If the plans appear to be reasonable, the Commission's Executive Director will advise the systemwide chief executive officer to proceed with development plans.

#### *New California Community Colleges:*

A Letter of Intent provides an overview of the district plans regarding a new community college and explains, in general terms, how the facility's programs and services relate to other approved locations in the district. Not less than two years before it expects its first capital outlay appropriation for a new community college, the community college district should submit a Letter of Intent meeting the requirements below, to the Board of Governors of the California Community Colleges (with copies to the Commission, Department of Finance, the Demographic Research Unit, and the Office of the Legislative Analyst). Upon completing its review, the Board of Governors, or the Chancellor, if so delegated by the Board, will forward its recommendation to the Commission, with copies to the Department of Finance and the Legislative Analyst. The Commission will not act on a Letter of Intent submitted by a local community college

district prior to its approval by the Board of Governors or the Chancellor of the California Community Colleges.

A Letter of Intent for a new community college must contain the following information:

- ◆ A preliminary 10-year enrollment projection of enrollment headcount and FTES attendance for the new community college (from the college's opening date), developed by the district and/or the Chancellor's Office. The district and/or the Chancellor's Office is encouraged to seek the advice of the Demographic Research Unit (DRU) in developing the projection, but DRU approval is not required at this stage.
- ◆ The geographic location of the new community college in terms as specific as possible. A brief description of each site under consideration should be included.
- ◆ The identification of neighboring public and independent institutions in the area in which the proposed community college is to be located.
- ◆ Maps of the area in which the proposed new community college is to be located, indicating population densities, topography, road and highway configurations, airports, and any other features of interest.
- ◆ A time schedule for development of the new community college, including preliminary dates and enrollment levels at the opening, intermediate, and final build out stages.
- ◆ A copy of the district's most recent five-year capital construction plan.
- ◆ A tentative five-year capital outlay budget starting on the date of the first capital outlay appropriation (State and local).
- ◆ A copy of the resolution by the district governing board authorizing the new community college.

The Commission Executive Director shall respond to the Chancellor, in writing, no later than 60 days following submission of the completed Letter of Intent to the Commission. The Commission Executive Director may in this process raise concerns about shortcomings or limitations in the Letter of Intent that need to be addressed in the planning process. If the plans appear to be reasonable, the Commission's Executive Director will advise the Chancellor that the district should move forward with further development plans.

### **3. Needs Study**

The purpose of a Needs Study is to demonstrate need for the proposed college or university campus at the location identified. A Needs Study is considered complete only when it fully addresses each of the criteria listed below.

#### **3.1 General Description and Overview**

An opening section that includes: A general description of the proposal, a physical description of the site, and a social and demographic analysis of the surrounding area. Data describing the socioeconomic profile of the area or region should be included, with income levels and racial/ethnic categorizations provided. Inclusion of various descriptive charts, tables, or other displays is encouraged.

#### **3.2 Enrollment projections**

- ◆ Enrollment projections must be sufficient to justify the establishment of the new campus. For a proposed new community college or university campus, enrollment projections for the first ten years of operation (from opening date) must be provided.
- ◆ The Demographic Research Unit (DRU) of the Department of Finance must approve enrollment projections. As the designated demographic agency for the State, the DRU has the statutory responsibility for preparing systemwide enrollment projections. For a proposed new institution, the DRU will approve all projections of undergraduate enrollment developed by a systemwide central office of one of the public systems or by the community college district proposing the new institution. Enrollment projections developed by a local community college district must be approved by the Chancellor's Office. Upon request, the DRU shall provide the system with advice and instructions on the preparation of enrollment projections.
- ◆ Undergraduate enrollment and attendance projections for a new institution shall be presented in terms of Fall-Term headcount and Full-Time Equivalent Students (FTES). Enrollment projections for California Community Colleges should also include Weekly Student Contact Hours (WSCH) and WSCH per headcount student.
- ◆ A discussion of the extent to which, in quantitative terms, the proposed campus will increase systemwide or district capacity and help meet statewide and regional enrollment demand.
- ◆ Graduate and professional student enrollment projections shall be prepared by the system office proposing the new institution. In preparing these projections, the specific methodology and/or ra-

tionale generating the projections, an analysis of supply and demand for graduate education, and the need for new graduate and professional degrees must be provided.

- ◆ For a new University of California campus, statewide enrollment projected for the University should exceed the planned enrollment capacity of existing University campuses and educational centers. If the statewide enrollment projection does not exceed the planned enrollment capacity for the University system, compelling statewide needs for the establishment of the new university campus must be demonstrated.
- ◆ For a new California State University campus, statewide enrollment projected for the State University system should exceed the planned enrollment capacity of existing State University campuses and educational centers. If the statewide enrollment projection does not exceed the planned enrollment capacity for the system, compelling regional needs must be demonstrated.
- ◆ For a new community college campus, enrollment projected for the district proposing the college should exceed the planned enrollment capacity of existing district colleges and centers. Compelling regional or local need must be demonstrated if the district enrollment projection does not exceed the planned enrollment capacity of existing district colleges or centers.

### **3.3 Alternatives**

- ◆ Proposals for new institutions should address at least the following:
  - (1) the impact of not establishing a new campus;
  - (2) the possibility of establishing an educational center instead of a university or college campus;
  - (3) the expansion of existing institutions within the region;
  - (4) the increased utilization of existing institutions, particularly in the afternoons and evenings, and during the summer months;
  - (5) the shared use of existing or new facilities and programs with other postsecondary education institutions, in the same or other public systems or independent institutions;
  - (6) the use of nontraditional instructional delivery modes such as television, computerized instruction, instruction over the Internet, and other "distributed education" modes and techniques; and
  - (7) financing the institution through private fund raising or donations of land or facilities.

- ◆ A cost-benefit analysis of alternative sites, including a consideration of alternative sites for the new institution, must be articulated and documented. This criterion may be satisfied by the Environmental Impact Report, provided it contains a comprehensive analysis of the advantages and disadvantages of alternative sites. Overall, the proposal must demonstrate substantial analytical integrity with regard to the site selection process.
- ◆ Where a four-year system, or a community college district, already owns - or will have received as a donation - the site on which a new institution is proposed to be located, and has not considered other sites, a strong justification for "sole-sourcing" the site in question must be included. Options to be discussed should include the sale of a donated site, with the resulting revenue used to purchase a better site, or an alternative delivery system such as a collaboration with another public or private institution or organization.

### **3.4 Academic Planning and Program Justification**

- ◆ The proposal must include a preliminary description of the proposed academic degree programs, along with a description of the proposed academic organizational structure. This description must demonstrate conformity with the Commission's academic program review guidelines and with such State goals as access, quality, intersegmental cooperation, and the diversification of students, faculty, administration, and staff.
- ◆ The Needs Study must show evidence of a process leading to full institutional accreditation by the Western Association of Schools and Colleges (WASC) and provide an estimated timeline for attaining accreditation by WASC within a reasonable period of time following the opening of the campus.

### **3.5 Student Services and Outreach**

The proposal for the new institution must include a description of the student services planned for the new campus including student financial aid, advising, counseling, testing, tutoring, educational opportunity programs, compliance with the Americans with Disabilities Act, and outreach services to historically underrepresented groups and how these programs will be sustained over time.

### **3.6 Support and Capital Outlay Budget Projections**

- ◆ The proposal must include a 10-year capital outlay projection that includes the total Assigned Square Feet (ASF) anticipated to be

required for each year of the projection period, with estimates of the average cost per ASF.

- ◆ The proposal must include a five-year projection of anticipated support costs including administration, academic programs (including occupational/vocational as appropriate), academic support, and other standard expense elements.

### **3.7 Geographic and Physical Accessibility**

- ◆ The proposal must include a plan for student, faculty, and staff transportation to the proposed campus and compliance with the Americans with Disabilities Act. Reasonable commuting times must be demonstrated.
- ◆ Plans for student and faculty housing, including projections of needed on-campus residential facilities should be included if appropriate.

### **3.8 Effects on Other Institutions**

- ◆ The proposal must provide evidence that other systems, institutions, and the community in which the new institution is to be located were consulted during the planning process, especially at the time that alternatives to expansion were explored. Strong local, regional, and/or statewide interest in the proposed facility must be demonstrated by letters of support from responsible agencies, groups, and individuals.
- ◆ The proposal must identify the potential impact of the new facility on existing and projected enrollments in neighboring institutions of its own and other systems.
- ◆ The establishment of a new community college must not reduce existing and projected enrollments in adjacent community colleges either within the district proposing the new community college, or in adjacent districts, to a level that will damage their economy of operation, or create excess enrollment capacity at these institutions, or lead to an unnecessary duplication of programs.

### **3.9 Environmental Impact**

The proposal must show evidence that the system or district is engaged in a process leading to an Environmental Impact Report (EIR), pursuant to Section 21080.09 of the Public Resources Code. The proposal must include a discussion of any potentially significant environmental effects of the proposed campus. The proposal must include

a discussion of the seismic and safety conditions of the site and the site-specific and cumulative impacts of full build-out of the proposed campus. Upon request, the system governing board shall provide the Postsecondary Education Commission with detailed sections of the Draft or Final EIR.

### **3.10 Economic Efficiency**

The Commission encourages economic efficiency and gives priority to new institutions where the State of California is relieved of all or part of the financial burden. When such proposals include gifts of land, construction costs, or equipment, a higher priority shall be granted to such projects than to projects where all costs are born by the State, assuming all other criteria listed above are satisfied. A similar priority shall be given to collaborative efforts in underserved regional areas of the State as determined by the Commission.

The Commission Executive Director shall certify to the system chief executive officer, in writing and within 60 days, that it is complete, or that it requires further input, elaboration, or adjustment. If it is incomplete, the Commission Executive Director shall indicate the specific deficiencies involved. When the Commission Executive Director has certified that all necessary materials for the Needs Study have been received, the Commission has 12 months to take final action to approve or disapprove the new institution.

Once the Commission has taken action on the proposal, its Executive Director will notify the system executive officer, appropriate legislative committee chairs, the Department of Finance, and the Office of the Legislative Analyst.

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# 3

## The Conversion of an Educational Center to a University or Community College Campus

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**E**DUCATIONAL CENTERS generally offer a limited complement of academic programs that serve the needs of a community. Many student services, such as outreach efforts, disability support services, counseling, etc., are not fully supported. At lower enrollment levels, there are usually too few students to generate enough demand for these services. As enrollment levels increase, however, demand for support services and expanded academic programs also increase. The conversion of an educational center to a university or community college campus usually occurs at a point in time in which there is sufficient demand to justify the expansion of educational and support services, and enrollments are adequate to support the costs of a freestanding administration.

The process for each public higher education system to convert an educational center to a university or community college campus is as follows:

### 1. Preliminary Notice

At such time as a public higher education system, including a community college district, begins a planning process to establish a new community college or university campus, the governing board of the system or district shall forward to the Commission a Preliminary Notice of the planning activities. This Preliminary Notice shall indicate:

- ◆ The general location of the proposed new institution,
- ◆ The type of institution under consideration and the estimated time-frame for its development,
- ◆ The estimated enrollment of the institution at its opening and within five years of operation,
- ◆ A tentative five-year capital outlay plan, and
- ◆ A copy of the agenda item wherein the new site is discussed by the local district (California Community College) or statewide governing board (University of California or California State University), if any.

A Preliminary Notice represents an informational process, and does not require formal consideration or approval by the Commission.

## 2. Letter of Intent

*University of California or State University:*

Not less than three years prior to the time it expects to convert an educational center to a university campus, the University of California Regents or the California State University Trustees should submit to the Commission (with copies to the Department of Finance, the Demographic Research Unit, and the Office of the Legislative Analyst) a Letter of Intent.

The Letter of Intent for the conversion of an educational center to a university campus should contain the following information:

- ◆ A 10-year enrollment history (headcount and FTES) of the educational center, or the complete enrollment history, if the center has been in operation for less than 10 years.
- ◆ A preliminary 10-year enrollment projection (headcount and FTES) for the new campus (from the campus's opening date), developed by the system office. The system office may seek the advice of the Demographic Research Unit (DRU) in developing the projection, but Unit approval is not required at this stage.
- ◆ Maps of the area in which the proposed university campus is to be located, indicating population densities, topography, road and highway configurations and any other features of interest.
- ◆ A time schedule for converting the educational center and for developing the new university campus, including preliminary dates and enrollment levels at the opening, intermediate, and final build out stages.
- ◆ A tentative five-year capital outlay budget starting on the date of the first capital outlay appropriation for the new university campus.
- ◆ The identification of neighboring public and independent institutions in the area in which the proposed university is to be located.
- ◆ A copy of the resolution by the Regents or the Trustees authorizing conversion of the educational center to a university campus.

The Commission Executive Director shall respond to the chief executive officer, in writing, no later than 60 days following submission of the completed Letter of Intent to the Commission.

The Commission's Executive Director will advise the system chief executive officer to move forward with site acquisition or to develop plans. The Commission Executive Director may in this process raise concerns about shortcomings or limitations in the Letter of Intent that need to be addressed in the planning process. If the Commission Executive Director is unable to approve the Letter of Intent as submitted, he or she shall indicate to the chief executive officer the specific reasons why the Letter of

Intent is incomplete prior to notifying the Department of Finance and the Office of the Legislative Analyst.

*California Community Colleges:*

Not less than two years prior to the time it expects to convert an educational center to a community college campus, a district should submit a Letter of Intent (with copies to the Commission, Department of Finance, the Demographic Research Unit, and the Office of the Legislative Analyst) to the Chancellor of the California Community Colleges. Upon completing its review, the Board of Governors, or the Chancellor, if so delegated by the Board, will forward its recommendation to the Postsecondary Education Commission. The Commission will act on a Letter of Intent only after it has been approved by Board of Governors or the Chancellor of the California Community Colleges.

The Letter of Intent to convert an educational center to a community college campus should contain the following information:

- ◆ A 10-year enrollment and attendance history (headcount and FTES) of the educational center, or the complete enrollment history, if the center has been in operation for less than 10 years.
- ◆ A preliminary 10-year enrollment and attendance projection (headcount and FTES) for the proposed campus (from the campus's opening date), developed by the district or the Chancellor's Office. The Chancellor's Office may seek the advice of the Demographic Research Unit (DRU) in developing the projection.
- ◆ Maps of the area of the proposed campus indicating population densities, topography, and road and highway configurations and any other features of interest.
- ◆ A time schedule for converting the educational center and for developing the campus, including preliminary dates and enrollment levels at the opening, intermediate, and final build out stages.
- ◆ A tentative five-year capital outlay budget starting on the date of the first capital outlay appropriation for the proposed campus.
- ◆ The identification of neighboring public and independent institutions in the area in which the proposed campus is to be located.
- ◆ A copy of the letter from the Chancellor's Office approving the Letter of Intent.

The Commission Executive Director shall respond to the Chancellor, in writing, no later than 60 days following submission of the completed Letter of Intent to the Commission. If the plans appear to be reasonable, the Commission's Executive Director will advise the Chancellor to move forward with site acquisition or further development plans. The Commission Executive Director may in this process raise concerns about short-

comings or limitations in the Letter of Intent that need to be addressed in the planning process. If the Executive Director is unable to approve the Letter of Intent as submitted, he or she shall indicate to the chief executive officer the specific reasons why the Letter of Intent is incomplete.

### **3. Needs Study**

The Needs Study provides the findings from a comprehensive needs analysis for the project. The purpose of a Needs Study is to provide evidence of the need for and location of new institutions and campuses of public higher education. A Needs Study is considered complete only when it fully addresses each of the criteria listed below.

Upon receipt of a Needs Study, the Executive Director shall certify to the systemwide chief executive officer, in writing and within 60 days, that it is complete, or that it requires additional information. If it is incomplete, the Executive Director shall indicate the specific deficiencies involved. When the Commission Executive Director has certified that all necessary materials for the Needs Study have been received, the Commission, within 12 months, will approve or disapprove the new institution.

The Commission Executive Director will notify the system executive officer, appropriate legislative committee chairs, the Department of Finance, and the Office of the Legislative Analyst.

A Needs Study for the conversion of an educational center to a university or community college campus should contain the following information:

#### **3.1 General Description and Overview**

The opening section of the Needs Study must include: A general description of the proposal, a brief history of the center, a physical description of the site, and a social and demographic analysis of the surrounding area. Data describing the socioeconomic profile of the area or region should be included, with income levels and racial/ethnic categorizations provided. Inclusion of various charts, tables, or other displays is encouraged.

#### **3.2 Enrollment Projections**

- ◆ Enrollment projections must be sufficient to justify the establishment of the new campus. For a proposed new community college or university campus, enrollment projections for the first ten years of operation (from opening date) must be provided.
- ◆ The Demographic Research Unit (DRU) of the Department of Finance must approve enrollment projections. As the designated demographic agency for the State, the DRU has the statutory responsibility for preparing systemwide enrollment projections. For a proposed new institution, the DRU will approve all projections

of undergraduate enrollment developed by a system office of one of the public systems proposing the new institution. Enrollment projections developed by a local community college district must be approved by the Chancellor's Office. Upon request, the DRU shall provide the system with advice and instructions on the preparation of enrollment projections.

- ◆ Undergraduate enrollment and attendance projections for a new institution shall be presented in terms of Fall-Term headcount and Fall-Term Full-Time Equivalent Students (FTES). Enrollment projections for California Community Colleges should also include Weekly Student Contact Hours (WSCH) and WSCH per headcount student.
- ◆ A discussion of the extent to which, in quantitative terms, the proposed campus will increase systemwide or district capacity and help meet statewide and regional enrollment demand.
- ◆ The educational center's previous enrollment history, or the previous 10 year's history (whichever is less) must also be provided.
- ◆ Graduate and professional student enrollment projections shall be prepared by the system office proposing the new institution. In preparing these projections, the specific methodology and/or rationale generating the projections, an analysis of supply and demand for graduate education, and the need for new graduate and professional degrees must be provided.
- ◆ For a new University of California campus, statewide enrollment projected for the University should exceed the planned enrollment capacity of existing University campuses and educational centers. If the statewide enrollment projection does not exceed the planned enrollment capacity for the University system, compelling statewide and/or regional needs for the establishment of the new university campus must be demonstrated.
- ◆ For a new California State University campus, statewide enrollment projected for the State University system should exceed the planned enrollment capacity of existing State University campuses and educational centers. If the statewide enrollment projection does not exceed the planned enrollment capacity for the system, compelling regional needs must be demonstrated.
- ◆ For a new community college campus, enrollment projected for the district proposing the college should exceed the planned enrollment capacity of existing district colleges and centers. Compelling regional or local need must be demonstrated if the district enrollment projection does not exceed the planned enrollment capacity of existing district colleges or centers.

### **3.3 Alternatives**

- ◆ Proposals for new institutions should address at least the following alternatives:
  - (1) the possibility of maintaining an educational center instead of a university or college campus;
  - (2) the expansion of existing institutions within the region;
  - (3) the increased utilization of existing institutions, particularly in the afternoons and evenings, and during the summer months;
  - (4) the shared use of existing or new facilities and programs with other postsecondary education institutions, in the same or other public systems or independent institutions;
  - (5) the use of nontraditional modes of instructional delivery such as television, computerized instruction, instruction over the Internet, and other "distributed education" modes and techniques; and
  - (6) private fund raising or donations of land or facilities for the proposed new institution.
- ◆ A cost-benefit analysis of alternatives, including a consideration of alternative sites for the new institution, must be articulated and documented. This criterion may be satisfied by the Environmental Impact Report (EIR), provided it contains a comprehensive analysis of the advantages and disadvantages of alternative sites. Overall, the system proposing the new institution must demonstrate substantial analytical integrity with regard to the site selection process.
- ◆ Where a four-year system, or a community college district, already owns - or will have received as a donation - the site on which a new institution is proposed to be located, and has not considered other sites, a strong justification for "sole-sourcing" the site in question must be included. Options to be discussed should include the sale of the site, with the resulting revenue used to purchase a better site, or an alternative delivery system such as a collaboration with another public or private institution or organization.

### **3.4 Academic Planning and Program Justification**

- ◆ The proposal must include a preliminary description of the proposed academic degree programs, along with a description of the proposed academic organizational structure. This description must demonstrate conformity with the Commission's academic

program review guidelines and with such State goals as access, quality, intersegmental cooperation, and the diversification of students, faculty, administration, and staff.

- ◆ The Needs Study must show evidence of a process leading to full institutional accreditation by the Western Association of Schools and Colleges (WASC) and provide an estimated timeline for attaining accreditation by WASC within a reasonable period of time following approval of the institution.

### **3.5 Student Services and Outreach**

The proposal for the new institution must include a description of the student services planned for the new campus including student financial aid, advising, counseling, testing, tutoring, educational opportunity programs, compliance with the Americans with Disabilities Act, and outreach services to historically underrepresented groups and how these programs will be sustained over time.

### **3.6 Support and Capital Outlay Budget Projections**

- ◆ The proposal must include a 10-year capital outlay projection that includes the total Assigned Square Feet (ASF) anticipated to be required for each year of the projection period, with estimates of the average cost per ASF.
- ◆ The proposal must include a five-year projection of anticipated support costs including administration, academic programs (including occupational/vocational as appropriate), academic support, and other standard expense elements.

### **3.7 Geographic and Physical Accessibility**

- ◆ The proposal must include a plan for student, faculty, and staff transportation to the proposed campus and compliance with the Americans with Disabilities Act. Reasonable commuting times must be demonstrated.
- ◆ Plans for student and faculty housing, including projections of needed on-campus residential facilities should be included if appropriate.

### **3.8 Effects on Other Institutions**

- ◆ Provide evidence that other systems, institutions, and the community in which the new institution is to be located were consulted during the planning process, especially at the time that alternatives to expansion are explored. Strong local, regional, and/or state-

wide interest in the proposed facility must be demonstrated by letters of support from responsible agencies, groups, and individuals.

- ◆ The conversion of an educational center to a university campus must take into consideration the impact of the expansion on existing and projected enrollments in neighboring institutions of its own and other systems.
- ◆ The conversion of an educational center to a community college must not reduce existing and projected enrollments in adjacent community colleges either within the district proposing the new community college, or in adjacent districts, to a level that will damage their economy of operation, or create excess enrollment capacity at these institutions, or lead to an unnecessary duplication of programs.

### **3.9 Environmental Impact**

The proposal must include a copy of the Summary Draft or Final Environmental Impact Report (EIR) for the site or the project. The system board shall provide the Commission with detailed sections of the Draft or Final EIR upon request.

### **3.10 Economic Efficiency**

The Commission encourages economic efficiency and gives priority to new institutions where the State of California is relieved of all or part of the financial burden. When such proposals include gifts of land, construction costs, or equipment, a higher priority shall be granted to such projects than to projects where all costs are born by the State, assuming all other criteria listed above are satisfied. A similar priority shall be given to new campuses that engage in collaborative efforts with other segments to expand educational access in underserved regions of the State as determined by the Commission.

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## University or Community College Educational Centers

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**T**HE PROCESS for each public higher education system to establish a new educational center, as defined in the definitions section of the guidelines, is as follows:

### 1. Preliminary Notice

At such time as a public higher education system, including a community college district, begins a planning process to establish a new educational center, a new community college, or a new university campus, or to convert an educational center to a community college or university campus, the governing board of the system or district shall forward to the Commission a Preliminary Notice of the planning event. This notice shall indicate only the general location of the proposed new institution, the type of institution under consideration, the estimated enrollment size of the institution at its opening and within five years of operation, and a copy of the agenda item discussed by the local district or system governing board, if any. A Preliminary Notice shall represent only an informational process, and will not require formal consideration or approval by the Commission.

### 2. Letter of Intent

#### *University of California and the California State University*

Not less than two years prior to the time it expects the first capital outlay appropriation for the new educational center, the University of California Regents or the California State University Trustees should submit to the Commission (with copies to the Department of Finance, the Demographic Research Unit, and the Office of the Legislative Analyst) a Letter of Intent.

A Letter of Intent to establish a new educational center should contain the following information:

- ◆ A preliminary five-year enrollment and attendance projection (headcount and FTES) for the new educational center (from the center's opening date), developed by the system office, including itemization of all upper-division and graduate enrollments. The system office may seek the advice of the Demographic Research

Unit (DRU) in developing the projection, but Unit approval is not required at this stage.

- ◆ When converting an off-campus operational center to an educational center, the enrollment history of the off-campus operation.
- ◆ The geographic location of the new educational center in terms as specific as possible. A brief description of each site under consideration should be included.
- ◆ Maps of the area in which the proposed educational center is to be located, indicating population densities, topography, road and highway configurations and any other features of interest.
- ◆ A time schedule for development of the new educational center, including preliminary dates and enrollment levels at the opening, intermediate, and final build out stages.
- ◆ A tentative five-year capital outlay budget starting on the date of the first capital outlay appropriation.
- ◆ A copy of the resolution by the Regents or the Trustees authorizing the new educational center.
- ◆ The identification of neighboring public and independent institutions in the area in which the proposed university campus is to be located.

The Commission Executive Director shall respond to the chief executive officer, in writing, no later than 60 days following submission of the completed Letter of Intent to the Commission. If the plans appear to be reasonable, the Commission's Executive Director will advise the system chief executive officer to move forward with site acquisition or further development plans. The Commission Executive Director may in this process raise concerns about shortcomings or limitations in the Letter of Intent that need to be addressed in the planning process.

If the Commission Executive Director is unable to approve the Letter of Intent as submitted, he or she shall, within 30 days, indicate to the chief executive officer the specific reasons why the Letter of Intent is incomplete.

### *California Community Colleges*

Not less than two years prior to the time it expects to convert an off-campus center operation to a community college educational center, a district should submit a Letter of Intent (with copies to the Commission, Department of Finance, the Demographic Research Unit, and the Office of the Legislative Analyst) to the Chancellor of the California Community Colleges. Upon completing its review, the Board of Governors, or the Chancellor, if so delegated by the Board, will forward its recommendation to the Commission, with copies to the Department of Finance and the Legislative Analyst.

A Letter of Intent to establish a new community college educational center should contain the following information:

- ◆ A preliminary five-year enrollment projection and attendance (headcount and FTES) for the new educational center (from the center's opening date), developed by the district and/or the Chancellor's Office. The Chancellor's Office may seek the advice of the Demographic Research Unit (DRU) in developing the projection, but DRU approval is not required at this stage.
- ◆ When converting an off-campus operational center to an educational center, the enrollment history of the off-campus operation.
- ◆ The location of the new educational center in terms as specific as possible. A brief description of each site under consideration should be included.
- ◆ Maps of the area in which the proposed educational center is to be located, indicating population densities, topography, road and highway configurations and any other features of interest.
- ◆ A copy of the district's most recent five-year capital construction plan.
- ◆ A time schedule for development of the new educational center, including preliminary dates and enrollment levels at the opening, intermediate, and final build out stages.
- ◆ A tentative five-year capital outlay budget starting on the date of the first capital outlay appropriation.
- ◆ A copy of the resolution by the district governing board authorizing the new educational center.
- ◆ The identification of neighboring public and independent institutions in the area in which the proposed campus is to be located.

The Commission Executive Director shall respond to the chief executive officer, in writing, no later than 60 days following submission of the completed Letter of Intent to the Commission. If the plans appear to be reasonable, the Commission's Executive Director will advise the system chief executive officer to move forward with site acquisition or further development plans. The Executive Director may in this process raise concerns about shortcomings or limitations in the Letter of Intent that need to be addressed in the planning process. If the Executive Director is unable to approve the Letter of Intent as submitted, he or she shall, within 30 days, indicate to the chief executive officer the specific reasons why the Letter of Intent is incomplete. The Executive Director of the Commission will act on a Letter of Intent only after it has been approved by Board of Governors or the Chancellor of the California Community Colleges.

### **3. Needs Study**

The Needs Study provides the findings from a comprehensive needs analysis for the project. The purpose of a Needs Study is to provide evidence of the need for and location of new institutions and campuses of public higher education. A Needs Study is considered complete only when it fully addresses each of the criteria listed below.

#### **3.1 General description and overview**

The opening section of the Needs Study must include: A general description of the proposal, a physical description of the site, and a social and demographic analysis of the surrounding area. Data describing the socioeconomic profile of the area or region should be included, with income levels and racial/ethnic categorizations provided. Inclusion of various descriptive charts, tables, or other displays is encouraged.

#### **3.2 Enrollment projections**

- ◆ Enrollment projections must be sufficient to justify the establishment of the educational center. For a proposed new community college or university campus, enrollment projections for the first ten years of operation (from opening date) must be provided.
- ◆ The Demographic Research Unit (DRU) of the Department of Finance must approve enrollment projections. As the designated demographic agency for the State, the DRU has the statutory responsibility for preparing systemwide enrollment projections. For a proposed new institution, the DRU will approve all projections of undergraduate enrollment developed by a system office of one of the public systems proposing the new institution. Enrollment projections developed by a local community college district must be approved by the Chancellor's Office. Upon request, the DRU shall provide the system with advice and instructions on the preparation of enrollment projections.
- ◆ Undergraduate enrollment projections and attendance for a new institution shall be presented in terms of Fall-Term headcount and Fall-Term Full-Time Equivalent Students (FTES). Enrollment projections for California Community Colleges should also include Weekly Student Contact Hours (WSCH) and WSCH per headcount student.
- ◆ Graduate and professional student enrollment projections shall be prepared by the system office proposing the new institution. In preparing these projections, the specific methodology and/or rationale generating the projections, an analysis of supply and de-

mand for graduate education, and the need for new graduate and professional degrees must be provided.

- ◆ For a new University of California center, statewide enrollment projected for the University should exceed the planned enrollment capacity of existing University campuses and educational centers. If the statewide enrollment projection does not exceed the planned enrollment capacity for the University system, compelling statewide and/or regional needs for the establishment of the new educational center must be demonstrated.
- ◆ For a new California State University center, statewide enrollment projected for the State University system should exceed the planned enrollment capacity of existing State University campuses and educational centers. If the statewide enrollment projection does not exceed the planned enrollment capacity for the system, compelling regional needs for the center must be demonstrated.
- ◆ For a new community college center, enrollment projected for the district proposing the college should exceed the planned enrollment capacity of existing district colleges and centers. If the district enrollment projection does not exceed the planned enrollment capacity of existing district colleges or centers, compelling regional or local need must be demonstrated.

### **3.3 Alternatives**

- ◆ Proposals for new institutions should address at least the following alternatives:
  - (1) the expansion of existing institutions within the region;
  - (2) the increased utilization of existing institutions, particularly in the afternoons and evenings, and during the summer months;
  - (3) the shared use of existing or new facilities and programs with other postsecondary education institutions, in the same or other public systems or independent institutions;
  - (4) the use of nontraditional modes of instructional delivery such as television, computerized instruction, instruction over the Internet, and other "distributed education" modes and techniques; and
  - (5) private fund raising or donations of land or facilities for the proposed new institution.
- ◆ A cost-benefit analysis of alternatives, including a consideration of alternative sites for the new institution, must be articulated and documented. This criterion may be satisfied by the Environ-

mental Impact Report, provided it contains a comprehensive analysis of the advantages and disadvantages of alternative sites. Overall, the system proposing the new institution must demonstrate substantial analytical integrity with regard to the site selection process.

- ◆ Where a four-year system, or a community college district, already owns - or will have received as a donation - the site on which a new institution is proposed to be located, and has not considered other sites, a strong justification for "sole-sourcing" the site in question must be included. Options to be discussed should include the sale of the site, with the resulting revenue used to purchase a better site, or an alternative delivery system such as a collaboration with another public or private institution or organization.

### **3.4 Academic Planning and Program Justification**

- ◆ For University educational centers, a preliminary description of the proposed academic degree programs must be included, along with a description of the center's proposed academic organization. The description must demonstrate conformity with such State goals as access, quality, intersegmental cooperation, and diversification of students, faculty, administration, and staff.
- ◆ For a community college educational center, a preliminary description of the proposed academic degree and/or certificate programs must be included, together with a list of all course offerings, whether or not they are part of a degree or certificate track. A description of the center's academic/occupational organization must be included. These descriptions must demonstrate conformity with such State goals as access, quality, intersegmental cooperation, and diversification of students, faculty, administration, and staff.

### **3.5 Student Services and Outreach**

The proposal for the new institution must include a description of the student services planned for the new campus including student financial aid, advising, counseling, testing, tutoring, educational opportunity programs, compliance with the Americans with Disabilities Act, and outreach services to historically underrepresented groups.

### **3.6 Support and Capital Outlay Budget Projections**

- ◆ Proposals for educational centers must include a five-year capital outlay projection that includes the total Assigned Square Feet

(ASF) anticipated to be required for each year of the projection period, with estimates of the average cost per ASF.

- ◆ The proposal must include a five-year projection of anticipated support costs including administration, academic programs (including occupational/vocational as appropriate), academic support, and other standard expense elements. The number of Personnel Years (PY) should be indicated.

### **3.7 Geographic and Physical Accessibility**

- ◆ The proposal must include a plan for student, faculty, and staff transportation to the proposed campus and compliance with the American Disability Act. Reasonable commuting times must be demonstrated.
- ◆ Plans for student and faculty housing, including projections of needed on-campus residential facilities should be included if appropriate.

### **3.8 Effects on Other Institutions**

- ◆ Other systems, institutions, and the community in which the new institution is to be located should be consulted during the planning process, especially at the time that alternatives to expansion are explored. Strong local, regional, and/or statewide interest in the proposed facility must be demonstrated by letters of support from responsible agencies, groups, and individuals.
- ◆ The establishment of a new university center must take into consideration the impact of a new facility on existing and projected enrollments at neighboring institutions of its own and other systems.
- ◆ The establishment of a new community college educational center must not reduce existing and projected enrollments in adjacent community colleges either within the district proposing the new community college, or in adjacent districts, to a level that will damage their economy of operation, or create excess enrollment capacity at these institutions, or lead to an unnecessary duplication of programs.

### **3.9 Environmental Impact**

The proposal must include a copy of the Summary Draft or Final Environmental Impact Report (EIR) for the site or the project. The system governing board shall provide the Commission with detailed sections of the Draft or Final EIR upon request.

### **3.10 Economic Efficiency**

The Commission encourages economic efficiency and gives priority to new institutions where the State of California is relieved of all or part of the financial burden. When such proposals include gifts of land, construction costs, or equipment, a higher priority shall be granted to such projects than to projects where all costs are born by the State, assuming all other criteria listed above are satisfied. A similar priority shall be given to a new proposed center that engages in collaborative efforts with other segments to expand educational access in underserved regions of the State as determined by the Commission.

Upon receipt of a Needs Study, the Commission Executive Director shall certify to the system chief executive officer, in writing and within 60 days, that it is complete, or that it requires additional information. If it is incomplete, the Executive Director shall indicate the specific deficiencies involved. When the Executive Director has certified that all necessary materials for the Needs Study have been received, the Commission, within 6 months, will approve or disapprove the new institution.

Once the Commission has taken action on the proposal, its Executive Director will notify the systemwide executive officer, appropriate legislative committee chairs, the Department of Finance, and the Office of the Legislative Analyst.

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## Joint-Use Educational Centers

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**Preamble** Demographic changes, economic conditions, educational reforms, and progress in preparing students for postsecondary education are all factors that are converging to produce substantial increases in demand for higher education in California. Between 1998 and 2010, this demand- generally referred to as “Tidal Wave II”- is estimated to result in an increase of more than 714,000 students seeking enrollment at all levels of public higher education. The Commission, in its recent report, *Providing for Progress: California Higher Education Enrollment Demand and Resources in the 21<sup>st</sup> Century* (CPEC 00-1), estimated that California would need to spend \$1.5 billion annually over the next 10 to 12 years for the existing physical plant and enrollment growth.

The Commission recognizes that this spending plan is a challenge, particularly in an era of state budget reductions. The explosive growth in demand for higher education and limited budgets are straining California’s system of public higher education. These pressures present an opportunity for the State’s higher education segments to encourage and implement cooperative, intersegmental approaches to providing access to higher education.

Joint-use educational centers are a viable policy alternative for accommodating enrollment growth with limited resources. As far back as 1990, the Commission, in its long-range planning report - *Higher Education at the Crossroads: Planning for the Twenty-First Century* (CPEC 90-1)- strongly encouraged the development of collaborative, joint-use facilities in meeting the educational needs of California’s diverse populations.

The educational needs of students should serve as the overall goal in establishing joint-use centers. The Commission therefore supports the following goals:

- **Promote a seamless system of higher education services:** Sharing facilities between two or more segments could substantially ease the flow of students from one segment to another, potentially increasing transfer rates.
- **Expand access to higher education in underserved or fast-growth regions of the state:** Joint-use educational centers increase opportunities for a university education to be available to place-bound students who are often from historically underrepresented socioeconomic groups. With this principle in mind, the Commission acknowledges that existing State-supported community college off-campus centers provide a significant opportunity for collaborative

ventures with public and independent universities to expand university programs throughout California.

- **Improve regional economic development opportunities:** The Commission recognizes the nexus between access to a university education and a region's economic development. Joint-use educational centers can advance this linkage.
- **Encourage capital outlay cost savings to participating segments:** By encouraging the pooling of capital outlay resources between two or more education segments, joint-use educational centers can contain State capital outlay costs. These potential cost savings will stretch scarce state capital outlay funds.
- **Advance the efficient utilization of physical facilities:** Joint-use facilities have the potential to achieve higher levels of utilization than single purpose facilities. A jointly used classroom can yield utilization efficiencies by providing access throughout the day to both full-time and part-time students.
- **Expand the variety of academic programs offered in a single location:** Joint-use educational centers that include community colleges and universities increase the depth and breadth of the academic programs offered in a single location. This benefits both the educational needs of the students and the labor market needs of regional economies.

#### **Joint-use Educational Centers Subject to Review by the Commission:**

Joint-use Educational centers subject to the review and approval of the Commission are those that:

1. Meet the definitional requirements of a joint-use center specified on page 6 and 7 of the guidelines; and
2. Advance one or more goals articulated in the Preamble; and
3. Have the support of the participating systems.

#### **1. Preliminary Notice**

A Preliminary Notice must be submitted at such time as a public higher education segment, including a community college district, engages with another education institution to establish a joint-use center. The governing board of the system or district or the president, chancellor, or district superintendent participating in the collaborative shall forward the Preliminary Notice to the Commission, with copies to the Office of the Legislative Analyst and Department of Finance.

This notice shall:

- Identify the participating educational institutions;
- Indicate the general location of the proposed collaborative facility;
- Provide the actual and estimated enrollment size of the collaborative facility over the next five years of operation;
- Provide the estimated total state capital outlay funds required for the development of the collaborative facility; and
- Include a copy of the agenda item discussed by the local district or statewide governing board, if any, with action taken by the governing body.

A Preliminary Notice shall represent only an informational process, and will not require formal consideration or approval by the Commission.

The Commission Executive Director shall respond to the chief executive officers, in writing, following the submission of the Preliminary Notice. If the preliminary plan appears reasonable, the Commission's Executive Director shall advise the chief executive officers of the systems and institutions to move forward with development plans and the submission of a formal proposal. If the Commission Executive Director is unable to approve the Preliminary Notice as submitted, he or she shall indicate to the chief executive officers the specific reasons why the Preliminary Notice is incomplete.

## **2. Letter of Intent**

Not less than two years prior to the time the first capital outlay appropriation would be needed for the proposed joint-use educational centers, the appropriate governing boards should submit to the Commission (with copies to the Department of Finance, the Demographic Research Unit, and the Office of the Legislative Analyst) a Letter of Intent. Proposals for joint-use educational centers involving one or more California community colleges must also be submitted to the California Community College Chancellor's Office for review.

A Letter of Intent to seek approval for joint-use should contain the following information:

- A brief overview of the need for and goals of the proposed joint-use educational center, including a description of the nature of the collaboration between the educational segments involved in the partnership.

- An enrollment history and a preliminary five-year enrollment projection (headcount and FTES) for the proposed joint-use educational center (from the projected opening date), developed by the systemwide central office, including an itemization of all lower-division, upper-division and graduate enrollments. The systemwide central office may seek the advice of the Demographic Research Unit (DRU) in developing the projection, but DRU approval is not required at this stage.
- The geographic location of the proposed joint-use educational center in terms as specific as possible.
- A brief description of each alternative site under consideration, if appropriate.
- Maps of the area in which the proposed joint-use educational center is located or is to be located, indicating population densities, topography, and road and highway configurations and access.
- A time schedule for the development of the new joint-use educational centers, including preliminary dates and enrollment levels at the early, intermediate, and final build out stages.
- A tentative five-year capital outlay budget starting on the date of the first capital outlay appropriation.
- A copy of resolutions by the appropriate governing boards authorizing the proposed institution.

The Commission Executive Director shall respond to the chief executive officers, in writing, no later than 60 days following submission of the completed Letter of Intent to the Commission. If the plans appear to be reasonable, the Commission's Executive Director will advise the systemwide chief executive officers to move forward with site acquisition, if appropriate, or further development plans. The Executive Director may in this process raise concerns about shortcomings or limitations in the Letter of Intent that need to be addressed in the planning process.

If the Commission Executive Director is unable to approve the Letter of Intent as submitted, he or she shall, within 30 days, indicate to the chief executive officer the specific reasons why the Letter of Intent is incomplete prior to notifying the Department of Finance and the Legislative Analyst.

### **3. Joint-use Educational Center Proposal**

A Proposal for the establishment of a joint use educational center should contain the following information:

### **3.1 General description and overview**

This section should include: a general description of the collaborative, a physical description of the site, and a social and demographic analysis of the surrounding area. Data describing the socioeconomic profile of the area or region should be included, with income levels and racial/ethnic categorizations provided. Inclusion of charts, tables, or other displays is encouraged.

### **3.2 Enrollment projections**

- Enrollment projections must be sufficient to justify the establishment of the joint-use educational center. Enrollment projections for the first ten years of operation (from opening date) must be provided. A description of the methodologies used in the allocation of Full-Time Equivalent Students (FTES) between the participating systems must be included
- The Demographic Research Unit (DRU) of the Department of Finance must approve the enrollment projections. As the designated demographic agency for the State, the DRU has the statutory responsibility for preparing systemwide enrollment projections. Upon request, the DRU shall provide the system with advice and instructions on the preparation of enrollment projections.
- Undergraduate enrollment projections for the proposed institution shall be presented in terms of Fall-Term headcount and Fall-Term Full-Time Equivalent Students (FTES). Enrollment projections for California Community Colleges should also include Weekly Student Contact Hours (WSCH) and WSCH per headcount student.
- Graduate and professional student enrollment projections shall be prepared by the systemwide central office proposing the new institution. The system wide central office participating in the joint use center shall prepare graduate and professional student enrollment projections. In preparing these projections, the specific methodology and/or rationale generating the projections, an analysis of supply and demand for graduate education, and the need for new graduate and professional degrees must be provided.
- Enrollments projected for the proposed joint-use center should exceed the planned enrollment capacity of the participating public institutions participating in the collaboration. If the enrollment projection does not exceed the planned enrollment capacity for the parent institutions, compelling regional needs for the proposed institution must be demonstrated.

- For a new community college joint-use center, enrollments projected for the district proposing the joint use center should exceed the planned enrollment capacity of existing district colleges and centers. If the district enrollment projection does not exceed the planned enrollment capacity of existing district colleges or centers, compelling regional or local need must be demonstrated.

### **3.3 Alternatives**

- Proposals for new joint-use educational centers should address at least the following alternatives:
  - (1) The feasibility of establishing an educational center instead of a joint-use educational center;
  - (2) The expansion of existing institutions within the region;
  - (3) The increased utilization of existing institutions, particularly in the afternoons and evenings, and during the summer months;
  - (4) The use of nontraditional modes of instructional delivery such as television, computerized instruction, instruction over the Internet, and other distributed education modes and techniques; and
  - (5) Private fund raising or donations of land or facilities for the proposed new institution.
- A cost-benefit analysis of alternatives, including a consideration of alternative sites for the joint-use, must be articulated and documented. This criterion may be satisfied by the Environmental Impact Report (EIR), provided it contains a comprehensive analysis of the advantages and disadvantages of alternative sites. Overall, the system proposing the joint use center must demonstrate substantial analytical integrity with regard to the site selection process.
- Where a four-year system, or a community college district, already owns - or will have received as a donation - the site on which a new joint-use is proposed to be located, and has not considered other sites, a strong justification for "sole-sourcing" the site in question must be included. Options to be discussed should include the sale of the site, with the resulting revenue used to purchase a better site, or an alternative delivery system such as a collaboration with another public or private institution or organization.

### **3.4 Academic Planning and Program Justification**

- A description of the proposed academic degree programs must be included, along with a description of the joint-use educational center's proposed academic organization and the nature of the articulation, including administrative relationships, between the participating postsecondary education institutions. The description must demonstrate congruence with the Commission's academic program review guidelines and with such State goals as access, quality, intersegmental cooperation, and diversification of students, faculty, administration, and staff.
- If the academic plan includes the offering of certificate programs, provide a preliminary description of such programs, together with a list of all course offerings, whether or not they are part of a degree or certificate track. A description of the center's academic/occupational organization must be included. These descriptions must demonstrate conformity with such State goals as access, quality, intersegmental cooperation, and diversification of students, faculty, administration, and staff.

### **3.5 Student Services and Outreach**

A description of the student services planned for the new joint-use educational center including student financial aid, advising, counseling, testing, tutoring, educational opportunity programs, compliance with the Americans with Disabilities Act, and outreach services to historically underrepresented groups.

### **3.6 Support and Capital Outlay Budget Projections**

- Provide a five-year capital outlay projection that includes the total Assigned Square Feet (ASF) anticipated to be required for each year of the projection period, with estimates of the average cost per ASF.
- Include a five-year projection of anticipated support costs including administration, academic programs (including occupational/vocational as appropriate), academic support, and other standard expense elements. The number of Personnel Years (PY) should be indicated.
- Provide a statement of agreement between the institutions concerning which institution will submit the capital request if an independent state fund source is not defined.

### **3.7 Geographic and Physical Accessibility**

The proposal must include a plan for student, faculty, and staff transportation to the proposed campus or existing site. Reasonable commuting times must be demonstrated. Plans for student and faculty housing, including projections of needed on-campus residential facilities should be included if appropriate.

### **3.8 Effects on Other Institutions**

- Other systems, institutions, and the community in which the joint-use educational center is to be located should be consulted during the planning process, especially at the time that alternatives to expansion are explored. Strong local, regional, and/or statewide interest in the proposed facility must be demonstrated by letters of support from responsible agencies, groups, and individuals. The establishment of a joint-use center must take into consideration the impact of a new facility on existing and projected enrollments at neighboring institutions of its own and other systems.
- The establishment of a new community college joint-use educational center must not reduce existing and projected enrollments in adjacent community colleges either within the district proposing the new community college, or in adjacent districts, to a level that will damage their economy of operation, or create excess enrollment capacity at these institutions, or lead to an unnecessary duplication of programs.

### **3.9 Environmental Impact**

The proposal must include a copy of the Summary Draft or Final Environmental Impact Report (EIR) for the site or the project. The statewide governing board shall provide the Commission with detailed sections of the Draft or Final EIR upon request.

### **3.10 Economic Efficiency**

Since it is in the best interests of the State to The Commission encourages maximum economy of operation, priority shall be given to proposals for new joint-use centers institutions where the State of California is relieved of all or part of the financial burden. When such proposals include gifts of land, construction costs, or equipment, a higher priority shall be granted to such projects than to projects where all costs are borne by the State, assuming all other criteria listed above are satisfied.



### **3.11 Collaborative Arrangements**

The intersegmental nature of joint-use educational centers requires that each segment clearly articulate the respective responsibilities of each participating segment, including but not limited to:

1. The participating institution, state agency, or other entity that will own the joint-use facility and, if appropriate, which participating system(s) will lease the facilities;
2. The participating public system of higher education that will exercise operational control and responsibility of the facilities, including such responsibilities as building and grounds maintenance;
3. The financial arrangements between the participating segments for the development and operation of the joint-use facility. Arrangements describing the establishment and collection of student fees must be discussed.
4. The nature of curricular cooperation and faculty responsibilities between the participating institutions; and
5. The nature of cooperative arrangements to provide academic support services and student services to all students attending the proposed collaborative facility.

### **4. Proposal Review**

The Executive Director of the Commission shall respond to the chief executive officers of the segments and institutions (with copies to the Office of the Legislative Analyst and Department of Finance), in writing and within 60 days, and shall comment on the reasonableness of the proposal. The Executive Director may, in this process, raise concerns about the limitations of the proposal and request additional information. When the Commission Executive Director certifies that all necessary materials for the proposal are complete, the Commission will have six months to take final action.

### **5. Commission Notification**

After the Commission takes final action on the proposal, its Executive Director will notify the chief executive officers of the participating institutions and segments, appropriate legislative committee chairs, the Department of Finance, and the Office of the Legislative Analyst.



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## Appendix A

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